



Home Office

BUILDING A SAFE, JUST
AND TOLERANT SOCIETY

SR2002 PUBLIC SERVICE AGREEMENT TECHNICAL NOTES

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Updated July 2005

The July 2005 update reflects the updated PSA3 target level and measurement; the updated measurement practice for PSA5; the new target for PSA7 (Non-Suspensive Appeal cases); defines the 'inequalities in public services' element of PSA9; and includes miscellaneous minor updates.

The July 2003 update includes the substantive technical note for PSA target 4

These *technical notes* define the terms used in the Home Office PSA targets, they show how progress against the targets will be measured, and they set out success criteria for each target. The Department's PSA targets were published in the SR2002 White Paper (Cm 5571), which was presented to Parliament by the Chief Secretary to the Treasury on 15 July 2002.

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PSA TARGET 1

Reduce crime and the fear of crime; improve performance overall, including by reducing the gap between the highest crime Crime and Disorder Reduction Partnership areas and the best comparable areas; and reduce:

- *vehicle crime by 30 % from 1998-99 to 2004;*
- *domestic burglary by 25 % from 1998-99 to 2005;*
- *robbery in the ten Street Crime Initiative areas by 14% from 1999-2000 to 2005; and maintain that level. TARGET CONTRIBUTING TO CJS PSA*

Crime

- Defined as overall level of crime, as measured by British Crime Survey (BCS, see below).
- Target covers private households in England and Wales.
- Target is for overall level of crime reported in BCS in 2006 to be statistically significantly lower than that reported in BCS in 2002.

Fear of Crime

- Assessed using three indicators in the BCS which have been developed to be the most relevant and robust measures of fear of crime:
- Fear of burglary – the percentage of respondents who are “very worried” about being a victim of domestic burglary.
- Fear of vehicle crime – the percentage of respondents scoring “3” and “4” on a scale measuring worry about theft of and from a vehicle.
- Fear of violent crime – the percentage of respondents scoring “4” or more on a scale measuring worry about mugging, rape, physical attack by a stranger, and racially motivated assault.
- The target is for the level of fear of crime, in these three categories described above, to be statistically significantly lower, as reported by the BCS in 2006, than that reported in the BCS in 2002.
- “Statistically significant” : because the BCS estimates are subject to sampling error, changes in estimates between sweeps of the survey may occur by chance. Tests of statistical significance are used to identify which changes are likely to have occurred by chance. We will apply tests at the 10% significance levels (the level at which there is a one in 10 chance of incorrectly identifying a difference solely due to chance variation).

Improve performance overall, including by reducing the gap between the highest crime CDRPs and the best comparable areas

- “Improve performance overall” - relates to the 376 Crime and Disorder Reduction Partnerships (CDRPs) in England and Wales, and will be assessed in terms of level of crime and anti-social behaviour in each CDRP area.
- The level of crime will be assessed using a single measure calculated from levels of: thefts of and from a vehicle, domestic burglary, and robbery, as measured by recorded crime per 1000 population.
- The identification / development of meaningful and realistic local measures of anti-social behaviour are under consideration and will be included within this target.
- The target is for the level of crime to be lower in the financial year 2005-06, compared with the financial year 2002-03.
- The contribution to be made by each CDRP will be agreed through local negotiation. Individual CDRPs’ contributions will be aligned with those of the corresponding police Basic Command Units (BCUs).
- The Department will ensure that local efforts will deliver success in meeting the national crime targets.
- “Reducing the gap” - the target is for:

- The average overall level of crime in the highest crime quartile of CDRPs to reduce towards the average level in the remaining three quartiles, (as resulting from improvement in their overall levels of crime).
- The highest crime CDRPs are those 94 CDRPs in the quartile with the highest overall level of crime in the baseline year (2002-03).
- The Department will address this convergence element of target 1 in conjunction with improving police performance in accordance with target 2.

Vehicle crime

- Will be measured using the BCS.
- The target covers vehicle-related thefts from private households in England and Wales. It does not cover thefts related to commercial vehicles. It is defined as:
 - Thefts of vehicles
 - Thefts from vehicles
 - Attempted thefts of or from a vehicle
- Data showing the interim target outcome will be published in the BCS in July 2005, and will reflect levels of victimisation centred approximately around the beginning of the financial year.
- Baseline data are from BCS 2000, which reflects levels of victimisation during 1999.

Domestic burglary

- Will be measured using the BCS.
- The target covers private households in England and Wales and is defined, in the BCS questionnaire, as:
 - Burglary with entry, and
 - Attempted burglary
- Data showing the interim target outcome will be published in the BCS in July 2006, and will reflect levels of victimisation centred approximately around the beginning of the financial year.
- Baseline data are from BCS 2000, which reflects levels of victimisation during 1999.

Robbery

- Robbery is measured by police recorded crime.
- Robbery is defined by Theft Act 1968 section 8, and comprises both "robbery of personal property" and "robbery of business property". A person is guilty of robbery if he steals and, immediately before or at the time of doing so, and in order to do so, he uses force on any person or puts or seeks to put any person in fear of being then and there subjected to force.
- The 10 forces involved in the Street Crime Initiative are: the Metropolitan Police, West Midlands, Greater Manchester, West Yorkshire, Merseyside, Avon & Somerset, Lancashire, Nottinghamshire, South Yorkshire and Thames Valley; these are discrete police force areas.
- The baseline data are from recorded crime statistics for year ending March 2000. Target date for the 14% reduction is year ending March 2005.

British Crime Survey

- The British Crime Survey (BCS) is a Government Statistical Service survey within the scope of National Statistics. Fieldwork is sub-contracted to external survey companies after competitive tendering. The Home Office Research Development & Statistics directorate undertakes quality control of the survey, data processing and the reliability of results.
- The BCS covers a randomly selected sample of those aged 16 or over living in private households in England and Wales. Since the 2001/02 sweep, the BCS has been conducted on a continual basis with headline results published on

quarterly. Summary details of the BCS methodology are given in Chapter 2 (pages 6 to 8) of Simmons et al (2002), Crime in England and Wales 2001/02. Home Office Statistical Bulletin 7/02. London: Home Office¹. Comprehensive details of the current methodology can be found in Bolling, K., Clemens, S., Phelps, A., Smith, P. (2002) 2001 British Crime Survey: England and Wales Technical Report. London, BMRB.

- This description of the BCS applies wherever these notes refer to BCS.

Recorded Crime

- Recorded crime is published quarterly.
- Recorded crime is validated by several mechanisms:
- The Data Collection Unit in the Home Office Research Development and Statistics directorate (RDS) identifies apparently anomalous data for query with police forces.
- Her Majesty's Inspectorate of Constabulary (HMIC) audits police recording practices.
- The Home Office Police Standards Unit will undertake a three year review of crime data quality beginning in autumn 2002.
- An RDS police statistic liaison officer undertakes regular consultation with police forces.
- RDS and HMIC undertake periodic reviews to determine whether Home Office counting rules are applied effectively. Implementation of the recommendations of the Review of Crime Statistics (i.e. the introduction of the National Crime Recording Standard) will result in more auditing of recording standards.
- Full details of 2001/02 crime statistics may be found in Home Office Statistical Bulletin 07/02 which is available from Information and Publications Group, RDS, Communications Development Unit, Room 201, Home Office, Queen Anne's Gate London SW1H 9AT. Updates and other information may be accessed via the Home Office Research, Development and Statistics Directorate website at:
<http://www.homeoffice.gov.uk/rds/index.htm>

¹ <http://www.homeoffice.gov.uk/rds/pdfs2/hosb702.pdf>

PSA Target 2

Improve the performance of all police forces, and significantly reduce the performance gap between the best and worst performing forces; and significantly increase the proportion of time spent on frontline duties.

- The Department - in collaboration with external stakeholders, including the Association of Chief Police Officers, the Association of Police Authorities and HM Treasury - is developing the Policing Performance Assessment Framework (PPAF). The framework will be used to evaluate policing performance in the 43 local police forces in England and Wales.
- PPAF will assess policing performance in six domains (reducing crime, investigating crime, promoting public safety, helping the public, citizen focus, and resource usage). PPAF is being implemented in stages: the current phase is the development of an Activity Based Costing model to enable measurement of frontline duties (see below), and the establishment of a computerised tracking system ('Quanta') to make performance information available consistently across all forces. Phase 2 – April 2003 to March 2004 – is focused particularly on developing high quality data for each of the domains, and agreeing the technical specifications, baselines and weightings, which will be applied to different activities across the domains. In Phase 3 – April 2004 onwards – PPAF will come into live operation for all six domains; each domain will be propagated with data to allow initial performance assessments, against the target, to be made. As PPAF evolves, performance assessment will be supplemented by additional data as it becomes available.
- The quality of the performance data used in PPAF will be verified by Her Majesty's Inspectorate of Constabulary, and will be validated by a second body, which is expected to be the National Audit Office or the Audit Commission.
- Using PPAF, policing performance in the six domains will be demonstrated, numerically and graphically, via 'Performance Monitors'. A complete set of data, to underpin these Performance Monitors, will not be available until 2004-05. Interim performance will be tracked using Monitors, which have the same domains; these Monitors will continue to be used as the domains evolve to reflect improved availability of performance data.
- Performance Monitors for each police force will be published online at www.policereform.gov.uk. The first set of Monitors were published in February 2003; future publication will be linked to that of the National Crime Statistics.

Improve the performance of all police forces

- The target will be met if, by 2005-06, the performance of the 43 forces has improved, in all domains, compared with the baseline year of 2002-03. Performance will be measured using consolidated data from the 43 forces, which reflects their relative size. Interim performance will be published annually, in line with the Police Performance Monitors, and in the Home Office Annual Report.

Significantly reduce the performance gap between the best and worst performing forces

- The target will be met if, in 2005-06, no force's performance is x per cent worse, in any domain, than the average performance of its most similar forces in 2002-03, as set out in the Performance Monitors. Interim performance will be published annually, in line with the Police Performance Monitors, and in the

Home Office Annual Report. The percentage figure above will be defined following publication of 2002-03 performance data in July 2003.

Increase the proportion of time spent on frontline duties

- The Department is developing a measure, for this element of the target, which will be based upon an Activity Based Costing (ABC) model being constructed for the police. Development will include agreeing to a definition of 'frontline duties' by April 2003.
- The ABC model will demonstrate the proportion of police time and resources which are expended on frontline policing.
- It is planned that these data will become available from police forces by November 2003. This will allow baseline levels to be determined, against which improvements can be measured during the remainder of the target period.

PSA Target 3

Improve the delivery of justice by increasing the number of crimes for which an offender is brought to justice to 1.15 million by 2005-06; with an improvement in all CJS areas, a greater increase in the worst performing areas and a reduction in the proportion of ineffective trials.

TARGET CONTRIBUTING TO CJS PSA

The Department has announced a target of 5% improvement in the rate of offences brought to justice for each of the 42 Criminal Justice Boards in England and Wales in 2002-03. This will begin the work necessary to bring 1.15 million offences to justice by 2005-06. In subsequent years, the Department will determine which Board areas perform less well than average; these Boards will then be asked to meet more stretching targets.

Definitions and Measurement Systems**Increasing the number of crimes for which an offender is brought to justice**

- Crimes are those which have been recorded by the police. These are all indictable cases (those triable only by a judge and jury in the Crown Court and those which may be tried at the Crown Court or by magistrates), and some serious summary cases, triable by magistrates, that come to the attention of the police (i.e. unauthorised taking of a vehicle; public order act harassment; common assault and assaulting a constable).
- The number of recorded crimes that result in an offender being brought to justice will be measured as the total number of offences resulting in a caution, a conviction, a penalty notice (PN), or for the possession of cannabis only, a formal warning (also known as a street warning), together with the total number of crimes admitted by the offender, who asked for the offence to be taken into consideration (TIC), and signed a TIC acceptance form.
- The Home Office collects these data. They form part of National Statistics.
- Cautions include reprimands and final warnings to juveniles where a caution would previously have been given, and conditional cautions.
- The target will be met if there are 1.15m crimes for which an offender is brought to justice in 2005-06.
- All data collected are for England and Wales.

An improvement in all areas

- The "improvement" will be measured in terms of offences brought to justice.
- "Areas" refers to the 42 Criminal Justice (CJ) Areas in England and Wales.
- An "improvement" means that all CJ areas will be required to bring more offences to justice than they did in the baseline year.
- The baseline year is 2001-02.

A greater increase in worse performing areas

- The Department will use two measures to compare CJ area performance in order to determine which areas are 'worse performing':
 1. Offences brought to justice as a percentage of recorded crime;
 2. Offences brought to justice per police officer.
- The recorded crime measure will be calculated by dividing the number of offences brought to justice by the number of recorded crimes in the CJ Area and multiplying by 100. The offences brought to justice per police officer measure will be calculated by dividing the number of offences brought to justice in the CJ Area by the number of police officers in the CJ area police force (excluding any officers in their probationary period).

- All those CJ Areas which fall below the England and Wales average will be defined as 'worse performing'.
- The Department will decide which baseline period to use when the 2002-03 recorded crime data are available. At this stage, it will be possible to assess the extent to which the impact of the National Crime Recording Standard has worked through, and therefore which is the most appropriate period to use to compare performance between areas.
- The worse performing areas will be expected to achieve a greater performance increase than the national average performance improvement required in order to achieve the 2005-06 target, as compared with the baseline period.
- The target will have been met if the average performance improvement achieved by the worse performing areas is greater than the national average performance improvement by 2005-06, as compared with the baseline period.

A reduction in the proportion of ineffective trials

- An ineffective trial is a trial that on the date expected does not proceed due to action or inaction by one or more of the prosecution, the defence or the court and a further listing for trial is required
- It is distinct from a cracked trial and an effective trial.
- A cracked trial is a trial where the defendant offers acceptable pleas or the prosecution offers no evidence. A cracked trial requires no further trial time.
- An effective trial is a trial that commences on the day it is scheduled, and has an outcome in that a verdict is reached or the case is concluded.

Improvement

- The national level of improvement in the proportion of ineffective trials required for both the Crown and the magistrates' courts is 27% by the end of March 2006.
- An 'improvement' means that there will be a decrease in the percentage of ineffective trials against baselines.
- The baselines are taken from the most recent available data in 2002-03 where 31% of trials are ineffective in the magistrates' courts and 24% of trials are ineffective in the Crown Court.
- Reducing the proportion of ineffective trials by 27% requires, by end March 2006, the percentage of ineffective trials to be:
 - 23% in magistrates' courts; and
 - 17% in Crown Court.
- The 27% national level of improvement will be delivered through two channels (a) CJS national initiatives (for example through the Case Preparation Project, Charging, Criminal Justice IT) and (b) collective action and local initiatives as taken forward by Local Criminal Justice Boards.

Data Collection

- Data from the Crown Court, on ineffective trials, is collected every month from Crest (the Crown Court IT support system), with a lag time of around a month – at present it is gathered from the 80 Crown Court centres, around the country, servicing one or more Criminal Justice Areas. At present, three Areas, North Wales, Dyfed Powys and Gwent, do not have ineffective trial data attributed to them because their Crown Court cases are sent to court centres in other Criminal Justice Areas. The possibility of presenting Crown Court data on ineffective trials to their originating Local Criminal Justice Boards is being investigated.
- Data from the magistrates' courts, within each of the 42 Criminal Justice Areas, is collected and aggregated quarterly, with a lag time of around 2 ½ months. To date, only two quarters' worth of information has been recorded. (April 2002 – September 2002). A third quarter will shortly be available.

Reporting Mechanisms

- An Ineffective Trial Delivery Group, chaired by the target owner, will be set up to co-ordinate the gathering of information on achievement of the target. The Delivery Group will report to the Narrowing the Justice Gap Task Force. The group will be the central point of reporting for all initiative heads, and for the Local Criminal Justice Boards.
- The information reported will be:
 - court data showing what is being achieved against the target; and
 - ad hoc reports of the achieving of milestones.
- Depending upon the results of the analysis into other possible types of performance indicators (by crime type etc), other types of information may be included in the reporting mechanism.

Progress against the target will be described in departmental Annual Reports.

PSA TARGET 4

Improve the level of public confidence in the Criminal Justice System, including increasing that of minority ethnic communities, and increasing year on year the satisfaction of victims and witnesses, whilst respecting the rights of defendants.
TARGET CONTRIBUTING TO CJS PSA

- The target relates to performance of the Criminal Justice System (CJS) in England and Wales.

Improve the level of public confidence in the Criminal Justice System

- Questions in the British Crime Survey (BCS) will be used to determine the level of public confidence in the effectiveness of the CJS in bringing people who commit crimes to justice.
- This element of the target will be met if, by 2005-06, the level of public confidence has increased, compared with in the baseline year (2002-03), by a statistically significant amount. Baseline data are expected to be published in July 2003, whilst outcome data from the BCS survey for the final year of the target, 2005-06, are expected to be published in July 2006.
- 'Statistically significant': because the BCS estimates are subject to sampling error, changes in estimates between sweeps of the survey may occur by chance. Tests of statistical significance are used to identify which changes are unlikely to have occurred by chance. We will apply tests at the 10% significance levels (the levels at which there is a one in ten chance of incorrectly identifying a difference solely due to chance variation.)

- including increasing that of ethnic minority communities

- Using the same BCS question as for the wider general public (above), the level of confidence amongst members of black and minority ethnic communities (as classified by the Census 2001²) will also be assessed³.
- This element of the target will be met if, by 2005-06, the level of confidence amongst those in black and minority ethnic communities is statistically significantly higher than that during the baseline year (2002-03). Baseline data are expected to be published in autumn 2003, whilst outcome data from the BCS survey for the final year of the target, 2005-06, are expected to be published in July 2006.

increasing year on year the satisfaction of victims

- A victim is someone who has been the victim of an alleged offence, however minor, which was reported to the police.
- Existing survey questions (in the BCS) will be developed to measure the satisfaction of victims with the way their case was handled by the CJS agencies with which they had recent contact. ("Recent contact" means within the previous twelve months.)
- This element of the target will be met if the level of satisfaction of victims increases year on year during the target period (2003-04 to 2005-06) for which comparative data is available, with the final year showing a statistically significant increase over the first year for which comparative data is available. At present the BCS monitors victim satisfaction with the police but not with any other part of the CJS. New questions will be added to the BCS to capture victim satisfaction with the CJS, and the earliest results (for the second half of 2003-04) - expected in July 2004 - will be used to provide a baseline for this element.

² <http://www.statistics.gov.uk/census2001>

³ see also the entry under "whilst respecting the rights of defendants"

- Existing performance data from the BCS, concerning victim satisfaction with the police, will not be directly comparable with the more comprehensive data, which will be collected, describing victim satisfaction with CJS agencies.
- Outcome data from the BCS survey from the final year of the target, 2005-06, are expected to be available in July 2006.

increasing year on year the satisfaction of witnesses

- A witness is someone who has had contact with the police as a witness to an alleged offence, whether or not they reported it themselves or were contacted by the police to provide information about it.
- New questions will be introduced into the BCS to measure the level of satisfaction, of witnesses, with the way in which their case was handled by any one of the CJS agencies with which they had recent contact ("recent contact" means within the previous twelve months). The earliest results (for the second half of 2003-04) will be used to provide a baseline for this element of the target.
- This element of the target will be met if the level of satisfaction of witnesses increases year on year during the target period (2003-04 to 2005-06; for those years in which comparative data is available), with the final year showing a statistically significant increase over the first year.
- Outcome data from the BCS survey from the final year of the target, 2005-06, are expected to be available in July 2006.

- whilst respecting the rights of defendants

- Rights of defendants are protected by law. Two methods will be used, during the target period, to inform assessments about how the rights of defendants continue to be safeguarded:
 - The BCS contains a question which measures public confidence that the CJS respects the rights of people accused of committing a crime and that such people are treated fairly. The level of confidence, measured using this question, will be monitored.
 - The Department for Constitutional Affairs will continue to monitor, beyond 2004, a range of indicators (see Appendix A, below) concerned with access to legal advice, and other provisions, which safeguard defendants' rights.
- We have committed ourselves to monitoring how the rights of defendants are respected. This will include a particular study of black and minority ethnic confidence in the issue. We will investigate, and take action, if there is any evidence that the rights of defendants were not being respected, or that public confidence in rights being respected was falling. We will review this on an annual basis as new data becomes available.

Notes

- In order to measure aggregate performance against the target, it is intended to commission work on developing an index for the different elements of CJS performance in this target.
- Progress against the target will be published annually in the CJS Annual Report, in Departmental Annual Reports, and on the Public Service Performance website⁴.
- The BCS is a Government Statistical Service survey within the scope of National Statistics. Fieldwork is sub-contracted to external survey companies after competitive tendering. The Home Office Research Development & Statistics directorate undertakes quality control of the survey, data processing and the reliability of the results. The BCS covers a randomly selected sample of those aged sixteen or over living in private households in England & Wales. (The BCS picks up estimated numbers of victims and witnesses who report to

⁴ <http://www.hm-treasury.gov.uk/performance/index.cfm>

the police of 4000-4500 and 3000 respectively.) From 2001, the BCS has been conducted on an annual basis. Results are published by RDS in Home Office Statistical Bulletins, available from Information and Publications Group, RDS, Communications and Development Unit, Room 201, Home Office, Queen Anne's Gate, London SW1H 9AT. Updates and other information may be accessed via the RDS website at <http://www.homeoffice.gov.uk/rds/index.htm>

Appendix A

RIGHTS OF DEFENDANTS - "Basket" of measures

This element is measured by performance against a target to improve the standard by which the CJS meets the rights of defendants by 2004, by achieving 100% of targets in a basket of measures set out below. This target was set in SR2000 and we propose to roll it on thereafter.

Basket of measures

1. By 2004, 90% of people in police stations requesting the service of a duty solicitor receive the service within 45 minutes.

(Supporting data - Legal Services Commission (LSC) audit of General Criminal Contract, collected annually by the LSC, monitored by the LSC.)

2. By 2004, 98% of prisons have sufficient staff, in accordance with Prison Service standard audit requirements, to ensure that all prisoners receive information about legal services on reception and know who can assist them with applications for public funding.

(Supporting data - Prison Service Standards on Legal Services and Bail, collected annually by Prison Service, monitored by the Prisoner Administrative Group.)

3. 50% of magistrates' courts have full access to a comprehensive courts-based bail information scheme by March 2002, rising to 80% by March 2003.

(Supporting data - National Probation Service Circular, collected annually by National Probation Directorate, monitored by the National Probation Directorate.)

4. 80% of prisons holding remand prisoners have a bail information scheme by March 2002, rising to 90% by March 2003.

(Supporting data - Prison Service Standards on Legal Services and Bail, collected annually by Prison Service, monitored by the Prisoner Administrative Group.)

PSA Target 5

Protect the public and reduce reoffending by 5%:

- *for young offenders;*
- *for both adults sentenced to imprisonment and adults sentenced to community sentences; and*
- *maintain the current low rate of prisoner escapes, including Category A escapes.*

TARGET CONTRIBUTING TO CJS PSA

The Department will measure reconvictions as a proxy for reoffending (which would be extraordinarily difficult to measure directly). Different annual cohorts of offenders have different characteristics; these are used to predict the 'likely' rate of reconviction in the absence of additional intervention. The Department will seek to reduce the rate by 5% compared with the predicted rate.

Currently there is a low rate of prisoner escapes. There have been no escapes by Category A prisoners since 1995. The target is to maintain these levels.

Definitions and Measurement Systems

- The re-offending target will be measured using reconviction rates as a proxy.
- The re-offending pattern for any group of offenders will depend to some extent on factors such as their age, gender and criminal history, as well as external factors such as speeding up the time taken to obtain a conviction. These factors are taken account of in a predicted rate of reconviction.
- The baseline data for the predicted reconviction rate refers to the period January to March 2000. For young offenders, the baseline will be the one-year reconviction rate for those released from secure training centres/custody, and those receiving a reprimand/final warning/caution or any court disposal, in January to March 2000. For the adult targets, the baseline will be the two-year reconviction rate for offenders discharged from prison, and offenders starting community sentences, in January to March 2000.
- The target is to achieve a 5% reduction in actual reconviction rate(s) compared to the predicted rate. For example, if the predicted reconviction rate is calculated to be 50%, the target is achieved if the actual reconviction rate for that cohort is 47.5%.
- Adult re-offending is measured using a two-year reconviction rate, and juveniles using a one-year reconviction rate, to reflect the different re-offending patterns and differences in the data sources.
- Achievement of the target will be measured using the actual and predicted reconviction rates for the January to March 2006 cohorts.
- Reconviction rates are produced annually by the Home Office and published as *National Statistics* on the Home Office Website:
<http://www.homeoffice.gov.uk/rds/pubsintro1.html>

Calculating Predicted Reconviction Rates

- The predicted rates will make allowance for:
 - a) Any changes in the age, sex, offence and previous criminal history profile of discharged sentenced prisoners / persons commencing probation supervision / juvenile offenders. These factors are known to be associated with the risk of re-offending;
 - b) External factors associated with other PSA targets which impact on re-conviction rates, for example reduced delays in achieving a conviction;
 - c) 'Offences in the pipeline' ('pseudo reconvictions'). These are subsequent convictions for offences committed prior to the period

under study and are adjusted for the juvenile cohort only. Data for the juvenile cohort is drawn from the Police National Computer;

- d) For adults, reconviction rates are calculated using data held on the Home Office Offenders Index (see <http://www.homeoffice.gov.uk/rds/offenderindex1.html> for details). The Offenders Index does not contain the date of the offence and so an adjustment for "pseudo reconvictions" is not possible. The Home Office will be conducting an evaluation to determine the advantages and disadvantages of changing the data source for adults from the Offenders Index to the Police National Computer.

Young offenders

- This element of the target covers juveniles aged 10 to 17 in England and Wales.
- The target covers juveniles given a reprimand or final warning by the police, together with those receiving all types of sentence which are available to the courts.
- For juveniles sentenced to detention and training orders, or detention under section 91 of the Crime and Disorder Act 1998, the one year rate will be measured from the date of release for persons released in January to March. For all other disposals, the one-year rate will be measured from the date of sentence/reprimand/final warning in January to March.
- The target will encompass those who have committed recordable, rather than standard list, offences to enable comparison with Youth Justice Board indicators which are already in use. Breach proceedings, where a further penalty is imposed but no further offence has been committed, will be excluded.

Adults sentenced to imprisonment and adults sentenced to community sentences

- Adults are those aged 18 or over on the date of sentence. The target covers England and Wales.
- The two year reconviction rate is calculated for sentenced persons discharged from a Prison Service establishment during January to March ("adults sentenced to imprisonment"), and persons commencing supervision by the Probation Service during January to March for either Community Punishment Orders (CPOs), Community Rehabilitation Orders (CROs), Community Punishment and Rehabilitation Orders (CPROs), and Drug Treatment and Testing Orders (DTTOs) ("adults sentenced to community sentences").
- The reconviction rates will be based on standard list offences (see *Sentencing Statistics, 2003*.⁵⁵). Breach proceedings, where a further penalty is imposed but no further offence has been committed, will be excluded.

Maintain the current low rate of escapes

- This element of the target covers England and Wales, and is measured over the financial year.
- An escape is counted if:
 - A prisoner escapes from prison custody or from escort and that prisoner is not recaptured within fifteen minutes, or,
 - A prisoner escapes from prison custody or from escort and is charged with another criminal offence.

⁵⁵ HOSB 05/05. Sentencing Statistics 2003. England and Wales.
<http://www.homeoffice.gov.uk/rds/hosbps1.html>

- Category A prisoners are those whose escape would be highly dangerous to the public, police or to the security of the state and for whom the aim must be to make escape impossible.
- The rate of escapes is derived by expressing the total number of escapes as a proportion of the average prison population for the year.
- The overall escape rate target is not to exceed 0.17%, the baseline level. There has been no Category A escape since 1995.
- The overall number of escapes will be disaggregated for Prison Service Key Performance Indicator purposes. The Prison Service agrees separate targets for:
 - The number of Category A escapes.
 - The number of escapes from prisons and from Prison Service escorts, expressed as a proportion of the average prisoner population.
 - Escapes from contracted escorts, expressed as a ratio per 20,000 prisoners handled.

PSA Target 6

Reduce the harm caused by drugs by:

- *reducing the use of Class A drugs and the frequent use of any illicit drug among all young people under the age of 25, especially by the most vulnerable young people; and*
- *reduce drug related crime, including as measured by the proportion of offenders testing positive at arrest*

YOUNG PEOPLE

This target has been broken into a number of parts for measurement

To reduce Class A drug use and frequent use of any illicit drug among all young people under the age of 25

- Class A drug use and frequent use will be measured using the British Crime Survey (BCS). The BCS findings on drug use are published annually and a description of this survey can be found in other technical notes.
- Class A use is a relatively rare activity. This means that small changes are hard to detect. To assist in obtaining as complete a picture as possible of changes in drug use among young people, BCS data will be supported by findings from other surveys. The drug prevalence data from this 'portfolio of prevalence indicators' will be used to indicate whether trends in drug use, identified through the BCS, are reflected more widely. The aim is to use this data to develop (as a planning tool) increasingly reliable year-on-year trajectories for reduction in Class A and frequent drug use.
- A report, presenting trend data, will be presented to a panel of independent experts once a year. The panel will be asked to undertake peer review of the content and conclusions of these reports.
- The numbers of young people surveyed in the BCS has been increased through the addition of a 'youth boost', each year, as from 2001-02; a further increase will be added in 2003-04. The aim of including these boosts is to increase the precision of the estimates for Class A drug use.
- Since 2001-02, the BCS has been carried out continuously; more precise measurement of changes, in Class A drug use among 16 to 24 year olds, may be achieved through combining years and comparing years from 2001-02 onwards (e.g. 2001-02 and 2003-04 vs 2004-05 and 2005-06). This approach will be tested when a full four years' worth of data is available during the Autumn of 2006.
- Early calculations suggest that combining years, and an increased youth boost, may allow statistically significant changes of yearly use, of 25%-15%, to be detected.

Class A drug use among young people

- 'Young people' are those aged between 16 and 24 years; estimates of drug use are based on the proportion, of this group, who self-report Class A drug use in the previous year.
- The results from the 1998 BCS form the baseline for Class A drug use. This is derived from a sample of 1,295 16-24 year olds. The proportion of 16 to 24 year olds reporting use of Class A drugs, in BCS 1998, was 8.6% (95% confidence intervals: 6.7% - 10.4%). BCS data is calibrated to take account of non-response rates. As a result, the 1998 figure presented here differs slightly to that previously published.
- The annual survey of drug use, amongst a random sample of pupils in secondary schools (11 – 15 year olds in England only), is a complementary survey to the BCS. This provides an indication of drug trends among those

young people about to enter the 16-24 age band. The baseline year for the school survey is 1999. Class A drug use among 11 to 15 year olds during the last year was estimated at 2.4% (95% confidence intervals: 2.1% - 4.6%).

To reduce frequent use of any illicit drug by all young people

- 'Frequent use' will be defined as being usage at least 2 times every month over the previous year. Questions seeking information about frequent drug use, have been asked in the BCS from 2002 onwards. The target age will be 16-24 years of age. The baseline for this element of the target will be available from 2003.

Reducing drug use by vulnerable young people

- 'Vulnerable young people' are those who are at greater risk of becoming problem drug users in later life. They include such groups as school excludees, young offenders, and young people in care. The measurement of drug misuse, among these vulnerable groups over time, is very challenging. They are not generally sampled in the existing school and household surveys. However, survey work with these groups has suggested that they have much higher levels of drug use compared to mainstream young people.
- Work will be conducted to assess the feasibility of measuring drug use among particular groups of vulnerable young people and the extent to which baselines and targets can be set. This work will look at surveying vulnerable groups, establishing 'what works', and using those working in organisations to collect information. The initial stage of this work will be completed in April 2003.

DRUG-RELATED CRIME

Definitions and Measurement Systems

- Drug-related crime is defined as those crimes carried out by individuals in support of their drug habit.
- The proportion of offenders testing positive at arrest is defined as the proportion of individuals who are arrested that provide a positive on-site oral fluid screening test result⁶ for opiates and/or cocaine/crack cocaine.

There is no direct measurement of 'drug-related crime' as both drug use and offending behaviour are essentially hidden activities. To address this, the PSA target needs to draw on more than one data source. While a lead methodology is set out below (using the Offenders Index and a new Arrestee Survey), progress against this will be cross-checked by monitoring of complementary measures. The different measures reflect three points of contact in the Criminal Justice System (CJS): at arrest, at charge, or at conviction.

- At conviction:
The Offenders Index is a database containing information on all convictions passed in adult or youth courts in England and Wales, and therefore represents that proportion of crime that is proceeded against by the CJS.
- At arrest:
The Arrestee Survey (formerly the New English and Welsh Arrestee Drug Abuse Monitoring survey – NEW-ADAM) will involve interviewing arrestees using Computer-Assisted Self-Interviewing, and requesting a sample of oral fluid that will be subject to an on-site drug-screening test. Respondents will be asked about their offending and drug abuse history, sources of illegal income, and whether or not they are or have been in treatment.
- At charge:

⁶ Alternatives to oral fluid are also available, such as urine and other non-invasive tests.

The recent Drug Testing pilots provide a direct measure of the number of individuals charged with 'trigger offences'⁷ in high-crime areas that test positive for opiates and/or cocaine/crack cocaine. However this measure does not have a control group with which to compare underlying trends. It is also a source of data that is in the very early stages of development. For these reasons it cannot be one of our key indicators. The reduction in drug-related crime will thus be tracked by the following indicators:

1. With a baseline of 1998, use the Offenders Index to measure the annual change in the volume of non-drug convictions of convicted heroin and/or cocaine/crack cocaine users.
2. From 2004, use the Arrestee Survey to measure the annual change in the volume of crimes self-reported by arrestees who test positive for heroin and/or cocaine/crack cocaine.

It is envisaged that this approach will provide a clear basis on which to measure the change in drug-related crime from 1998 and forward over the remainder of the Strategy period. These two measures will be used in parallel during 2004 to 2006 to allow for consistency checks to be made and help to ensure that the intended transition in measurement is fully transparent. In the event of the measures not being consistent, a decision will be made in 2006 as to which data source provides the more robust measure of drug-related crime and will therefore be used as the lead source for future measurement of drug related crime.

- A third key indicator will be the proportion of offenders testing positive at arrest:
From 2004, use the Arrestee Survey to measure the change in the proportion of individuals that test positive for heroin and/or cocaine/crack cocaine during their period of custody following arrest.
This measure will also be reviewed during the process of evaluating measures 1 and 2.

Baseline measures

A preliminary estimate of the volume of convictions in 1998 for individuals convicted for drug offences is 26,114. This figure may be revised once further feasibility work is carried out on using the Offenders index. A peer reviewed paper, on using the Offenders Index to measure drug related crime, will be published early in 2003.

Timeliness

The Offenders Index is updated and monitored on a rolling quarterly basis for internal management purposes; summary data will be available annually. The Arrestee Survey data will be collected throughout the year and will be made available for internal analysis on a rolling four-quarterly basis. Summary data on the Arrestee Survey will be published annually.

Validation and supplementary measurement

A Scientific Committee, including outside experts in the field, will advise on the statistical validity of the Arrestee survey by Spring 2003.

Other sources of indicator data that will be used to help cross-check progress include:

- The Drug Testing pilots which can provide an additional measure of the change in the proportion of arrestees charged for 'trigger offences' who test

⁷ Theft, robbery, burglary (including aggravated), vehicle theft, obtaining goods/money by deception, going equipped, production and supply of class A drugs, possession of class A drugs (and/or intent to supply), plus the possible inclusion of handling stolen items.

positive for heroin and/or cocaine/crack cocaine. Figures for the Drug Testing pilots will be available in Spring 2003.

- Arrest Referral Monitoring data are published on a six-monthly basis. They provide self-reported information on drug use and crime histories of arrestees referred to drug workers by custody staff. The current sample size is approximately 50,000 observations per year.
- Official statistics covering convictions for possession and/or supply of Class A drugs. This information will be used to provide a context for the Offenders Index measure of drug-related crimes.
- Research into the validity of self-reported crimes is about to begin. The Offenders Index will be linked to the NEW-ADAM data and the National Treatment Outcome Research Study data and self-reported crime is related to convictions. This study will provide a context to the Arrestee Survey measure of drug-related crime.

PSA Target 7

Focus the asylum system on those genuinely fleeing persecution by taking speedy, high quality decisions and reducing significantly unfounded asylum claims, including by:

- *fast turnaround of manifestly unfounded cases;*
- *ensuring by 2004 that 75% of substantive asylum applications are decided within 2 months; and that a proportion (to be determined) including final appeal, are decided within 6 months; and*
- *enforcing the immigration laws more effectively by removing a greater proportion of failed asylum-seekers.*

JOINT TARGET WITH LCD

Definitions and Measurement Systems

- The target relates to the whole of the United Kingdom.

Taking high quality decisions

- Speediness in taking decisions is addressed by other elements of the target.
- This target relates to the quality of initial decisions taken by the Immigration and Nationality Directorate on substantive asylum applications determined from 1 April 2003. The target relates to initial decisions for the financial year as a whole, not for any single month or quarter.
- The two criteria for this element of the target are:
 - (i) 80% of decisions (grants and refusals of asylum), sampled at random over the year 2003-04, are found to be fully effective or better;
 - (ii) 80% of decisions, assessed by external assessors over the year 2003-04, are found to be fully effective or better.
- Both criteria increase to 85% for the year 2005-06.
- A "fully effective" decision takes account of all the relevant available information necessary to assess whether the application meets the criteria of the 1951 United Nations Convention Relating to the Status of Refugees or the Human Rights Act 1998 and, if not, sets out clearly and accurately the reasons.
- Measurement, of the quality of decisions taken, will be undertaken by Senior Caseworkers (internal assessors) and Treasury Solicitors (external assessors) in accordance with the criteria set out on the relevant standard assessment form and the detailed marking standards to be applied to each criterion.
- Performance data, for the year as a whole, will be published in the quarterly asylum statistics, on the Home Office website, as soon as possible after the end of the financial year (once the data is judged sufficiently reliable).

Reducing significantly unfounded asylum claims

- An unfounded asylum claim is one where the applicant and dependants of the applicant have not been granted full refugee status (indefinite leave to remain), under the 1951 UN Convention, either at the initial decision stage or following appeals. This includes
 - cases not granted refugee status at the initial decision stage for which no appeal is received
 - cases not granted refugee status at the initial decision stage, whose appeal, Judicial Review and Human Rights claims are all dismissed.
- This will include achieving the Government's firm commitment to halve the number of asylum applications, by the end of September 2003, compared with October 2002.

Fast turnaround for detained fast track asylum cases

75% of detained Non-Suspensive Appeal (NSA) cases certified as clearly unfounded will be removed within 28 days in 2005/06

- This target refers to new substantive asylum applications lodged within the UK
- The target relates to the financial year as a whole, not for any single month or quarter.
- For the purposes of this target, "Non-suspensive" means that the appellant can be removed from the UK following refusal because they may only exercise their right of appeal from abroad ie the prospect of an appeal does not suspend the operation of removal directions.
- "Detained" means that the applicant has been detained continuously throughout the process.
- The target refers to clearly unfounded decisions made at the Oakington Reception Centre or those made at other detained locations where the applicant is treated as a 'remote' Oakington case.
- 'Remote' means the applicant could not be detained at Oakington for whatever reason but is effectively treated as if they were detained there.
- The 28-day period applicable to the target begins with the day on which an application is made in person to IND and ends with the day on which the applicant claimant leaves the UK. The day on which an application is made in person to IND is day zero for the purpose of calculating performance against the target
- The target will be met if, in 2005-06, the Department succeeds in processing 75% of new cases, certified as clearly unfounded and detained throughout the process, through to removal within 28 calendar days.

Ensuring by 2004 that 75% of substantive asylum applications are decided within 2 months

- Substantive applications are those for which the UK has immediate responsibility. The Dublin Convention determines, on the basis of objective criteria, which Member State should be responsible for the consideration of asylum applications made within the EU territory. The two most common criteria are the member state via which the applicant first entered the EU, and the state where asylum is claimed for the first time. Where there is evidence to suggest that the UK may not, under the Dublin Convention, be responsible for an asylum application, IND has no obligation to consider claims substantively while enquiries are being made, with our EU partners, to establish conclusively where responsibility lies. These enquiries can take up to 6 months to complete and, as the timing is often outside IND's control, Dublin Convention cases are excluded from the target.
- This target relates to new substantive asylum applications lodged within the UK from 1 April 2003.
- "By 2004" refers to the end of the financial year 2003-04.
- The 75% target relates to initial decisions within 2 months for the year as whole, not for any single month or quarter.
- Data, on the percentage of substantive asylum applications decided, are extracted from the Asylum Case Information Database (A-CID). The data relate to new substantive asylum applications lodged within the United Kingdom; the quality of the data is generally good.
- "Decided" relates to initial decisions taken in IND, and served on the applicant or his/her representative, or placed on file where no address is known.
- 2 months is defined as 61 days. The day on which an asylum application is made in person to IND or, in certain cases where a written application is received by post, is day zero for the purposes of calculating performance against the target. The end point is the date on which an initial decision on the application is served on the applicant or their representative at an interview, or the date on which notification of the decision is dispatched by

IND if being served by post, or the date on which notification of the decision is placed on file if no address is known.

- Due to the nature of the target, more than 61 days must elapse before performance can be measured.

And that a proportion (to be determined) including final appeal are decided within 6 months

- The proportion (to be determined) will be published in due course. Work is being taken forward in order to allow this proportion to be quantified by no later than 1 July 2003.
- The proportion is taken over the year as whole, not any single month or quarter.
- 6 months is defined as 26 weeks (= 182 days). The day on which an asylum application is made in person to IND or, in certain cases where a written application is received by post, is day zero for the purposes of calculating performance against the target.
- A case will be defined to have been decided if (a) an initial decision has been taken and served on the applicant or his/her representative, or placed on file where no address is known, and no appeal was received within 10 working days of the dispatch of the initial decision (15 working days pre 04/04/05), or (b) the outcome of the final appeal has been dispatched to, or served on, the applicant.
- "Final appeal" is defined as the point at which all rights of appeal within the *Asylum Immigration Tribunal* / Immigration Appellate Authority are exhausted or, for appellants who apply for statutory review, until the statutory review is determined (either by the Administrative Court or by reference back to the IAT).
- Data on the target will be available from the Home Office A-CID database.
- Due to the nature of the target, performance data will not be available until more than 6 months following the relevant financial year. For example (subject to data quality) it is planned that performance against financial year 2003-04 will be reported at the end of November 2004, although provisional figures for applications made between April 2003 and September 2003 will be available earlier.

Enforcing the immigration laws more effectively by removing a greater proportion of failed asylum seekers

- This target refers to the removal from the United Kingdom of people who have breached immigration laws, with a particular focus on those who have at some stage applied for asylum here but who have been unable to establish an eligibility to remain on that, or any other, basis. This includes the removal of manifestly unfounded cases who meet the criteria for non-suspensive appeals.
- The target will be met if the proportion of refused asylum seekers (including dependants) removed in the target year (2005-06) is greater than those removed in the baseline year (2002-03).
- A failed asylum seeker is someone whose asylum claim is refused and who has either exhausted all appeal rights, or not appealed, within 15 working days of the despatch of the refusal decision, or who meets the criteria for non-suspensive appeals.
- A removal includes the departure from the United Kingdom of someone who has no basis on which to enter or remain, either by enforcing that person's removal or by effecting a voluntary departure.
- Enforced removal refers to the removal of a person who has no legal basis on which to enter or remain in the United Kingdom and who has not signed a disclaimer notice. Such people are either detained, or detected and removed, through enforcement activities and contact management.

- Voluntary departure refers to persons who elect to leave the UK prior to a decision being made on their application or prior to the exhaustion of appeal rights. It includes persons who depart voluntarily on the Assisted Voluntary Returns (AVR) Programme.
- Daily data on the number of failed asylum seekers removed is collated by the Immigration Service from returns made by Local Enforcement Offices (LEO) and Ports and is reconciled monthly with data from Asylum Case Information Database (A-CID).
- Subject to data quality, performance data for the year will be published in the subsequent quarterly asylum statistics on the Home Office website.

PSA Target 8

Increase voluntary and community sector activity, including increasing community participation, by 5% by 2006.

Definitions and Measurement Systems

- The target is for England and must be achieved by the end of the financial year 2005-06. Performance will be judged by using the following two indicators:
 - increasing the contribution of the voluntary and community sector to the delivery of public services
 - increasing community participation.
- Success is defined as achieving an increase of 5% in both indicators.

Voluntary and community sector activity: Increasing the contribution of the voluntary and community sector to the delivery of public services

- "Public services" are services wholly or partly funded by government.
- Outcome measures, to establish a baseline for this element, will be developed by January 2003.
- Activity will be measured by collecting information on, for example, turnover and/or expenditure of a large sample (stratified by size, service area and region) of voluntary and community organisations (and will form the 'State of the Sector Panel').
- Supplementary information will be collected from one of the following data sources: regional studies; priority sub-sector studies (priority sub-sectors are: employment; education and learning; regeneration and renewal; crime and social cohesion; and health and social care); or a sub-sectoral/regional sample booster to the Panel. How these information needs are best served will only be known once the development work on the Panel has been completed.
- The baseline will be the first half of 2003-04 (April –September 2003) and the end-point the last half of 2005-06 (October 2005 to March 2006).
- Further information about the baseline, the Panel, additional information requirements and the frequency of published information will be made available on the Home Office's web-site, <http://www.homeoffice.gov.uk/acu.htm>, by June 2003.

Community participation: Increasing the involvement of people in their community

- "Community involvement" means increasing the number of volunteers participating at least once a month in the last year in any of three core activities - civic participation, informal volunteering and formal volunteering.
- "People" are people aged 16 and over in England.
- "Civic participation" is engaging in at least one of eleven activities (see Appendix B)
- "Informal volunteering" is giving unpaid help to an individual who is not a member of the family; it includes engaging in at least one of a range of twelve activities (see Appendix B).
- "Formal volunteering" is giving unpaid help to groups, clubs or organisations; it includes engaging in any one of eleven activities in any one of fifteen fields of interest (see Appendix B).
- Progress will be measured using the Home Office Citizenship Survey (HOCS). In 2001, 47.5% of people aged 16 or over in England participated in community activity. This amounted to 18,633,108 people. An increase of 5%

on this figure (18,633,108) currently implies an additional 931,655 people⁸ by 2005-06. The target increase of 5% is a statistically significant increase.

- The HOCS 2001 used a nationally representative sample of 10,015 people aged 16 and over living in private households in England and Wales.
- The HOCS will be repeated in 2003 and 2005. Findings from the HOCS 2001, supported by a detailed technical report, will be published on the Home Office website⁹ in first quarter 2003.

APPENDIX B

CORE COMMUNITY PARTICIPATION ACTIVITIES: METHODOLOGY USED IN THE HOME OFFICE CITIZENSHIP SURVEY 2001

CIVIC PARTICIPATION

In order to determine whether people were engaged in civic participation they were asked whether in the last 12 months they had done any of the following things: contacted a local councillor, member of the Greater London Assembly/National Assembly for Wales (respondents living in London and Wales only), Member of Parliament; contacted a public official working for the local council, Greater London Assembly/National Assembly for Wales, central government; attended a public meeting or rally; taken part in a public demonstration or protest; signed a petition; boycotted certain products for political, ethical or environmental reasons.

INFORMAL VOLUNTEERING

In order to determine whether people were engaged in informal volunteering, they were asked: "...Now I'd like to ask about any help you may have given as an individual"/"Now I want to ask you about helping other people. I'm interested in any help you may have given as an individual, not through a group, club or organisation. In the last 12 months have you done any of these things, UNPAID, for someone who is NOT a relative? This might be for a friend, neighbour or someone else." They were then shown a card showing the following activities:

SHOWCARD

1. Keeping in touch with someone who has difficulty getting out and about (visiting a person, telephoning or e-mailing)
2. Doing shopping, collecting a pension or paying bills for someone
3. Cooking, cleaning, laundry, gardening or other routine household jobs for someone
4. Decorating, or doing any kind of home or care repairs for someone
5. Baby sitting or caring for children
6. Sitting with or providing personal care (e.g. washing, dressing) for someone who is sick or frail
7. Looking after a property or a pet for someone who is away
8. Giving advice to someone
9. Writing letters or filling in forms for someone
10. Representing someone (for example in talking to a council official)
11. Transporting or escorting someone (for example to a hospital, on an outing or a school-run)

⁸Source of population statistics, National Statistics (2002) *Census 2001: First Results on Population for England and Wales*. London; TSO available at <http://www.statistics.gov.uk/census2001/downloads/pop2001ew.pdf>.

⁹ <http://www.homeoffice.gov.uk/rds/pubsintro1.html>

12. Anything else

FORMAL VOLUNTEERING

In order to determine whether people were engaged in formal volunteering, they were asked: "... I'd like you to think about any groups, clubs or organisations that you've been involved with during the last 12 months. That's anything you've belonged to, taken part in, supported, or that you've helped in any way." They were then shown a shuffle pack of fields of interest and asked, "Please pick out the cards that best describe any groups, clubs or organisations you've been involved with during your free time, over the last 12 months. On each card are some examples, although what you do may not be on the cards."

SHUFFLE PACK: FIELDS OF INTEREST

A. Children's education/schools

e.g. Parent Teacher Associations, education pressure groups, pre-school play groups, school governors

Going to or helping at fairs/fetes

Helping in schools, running pupils' clubs, mentoring

Fund-raising

B. Youth/children's activities (outside school)

e.g. Youth clubs, sports clubs, hobby or cultural groups for children, etc.

C. Education for adults

e.g. Evening classes or daytime classes - attending or teaching

Mentoring

Cultural groups, students unions

College governors

Education pressure groups, etc.

D. Sports/exercise - taking part, coaching or going to watch

e.g. Any sports clubs or groups e.g. football, swimming, fishing, golf, keep-fit, riding, hiking, etc.

Supporter clubs

E. Religion

e.g. Attending a place of worship (church, chapel, mosque, temple, synagogue, etc.) to worship, to help out, to receive religious teaching, etc.

Attending faith-based groups

Saturday/Sunday schools

F. Politics

e.g. Membership of, or involvement with, political groups

Serving as a local councillor

G. Health, disability and social welfare

Health groups e.g. medical research charities, hospital visiting, etc.

Disability groups e.g. MENCAP

Social welfare e.g. Oxfam, NSPCC, Samaritans, etc.

Citizens advice bureaux or volunteer bureaux

Offering respite care

Self-help groups e.g. Alcoholics Anonymous, Gingerbread, Weightwatchers, etc.

H. The elderly

e.g. Involved with organisations e.g. Age Concern, Help the Aged, etc.

Pensioners clubs
Local groups for visiting, transporting or representing the elderly

I. Safety, first aid

Red Cross, St. John Ambulance, life saving, RNLI, Mountain Rescue
Helping after a disaster, etc.

J. The environment, animals

National organisations e.g. Greenpeace, National Trust, RSPCA, etc.
Local conservation groups, preservation societies

K. Justice and human rights

e.g. Special constables, magistrates
Legal advice centres, Victim Support
Prison visiting or aftercare
Justice and peace groups
Community or race relations groups, gay and lesbian groups
National organisations e.g. Amnesty International, Liberty, Stonewall, etc.

L. Local, community or neighbourhood groups

e.g. Tenants'/residents' associations, Neighbourhood Watch, community groups,
local pressure groups, token/voucher schemes, etc.

M. Citizens groups

e.g. Rotary Clubs, Lions Clubs, Women's Institutes, Freemasons, etc.

N. Hobbies/recreation/arts/social clubs

e.g. Clubs or groups for the arts - theatres, museums, amateur dramatics,
orchestras, etc.
Hobby or cultural groups e.g. wine clubs, computer games, local history, etc.
Social clubs, pub quiz teams, working men's clubs

O. Trade union activity

e.g. Membership of, or involvement with, trade unions

If people did engage in any of these activities, then for each field of interest in which they were involved in the last twelve months they were asked: "Thinking of the group(s), club(s) or organisation(s) you have been involved with inPOINT TO SHUFFLE CARD. In which, if any of these ways, have you given UNPAID help in the last 12 months?"

SHOWCARD: ACTIVITIES

1. Raising or handling money

e.g. Collecting on flag days, selling raffle tickets, selling at a jumble sale, fete or charity shop, taking part in a fundraising or sponsored event

2. Leading the group/member of a committee

3. Organising or helping to run an activity or event

4. Visiting/befriending people

5. Giving advice/information/counselling

6. Secretarial, administrative or clerical work

7. Providing transport/driving

8. Representing

e.g. Addressing meetings, leading a delegation

9. Campaigning

e.g. Lobbying, canvassing, letter writing

10. Other practical help

e.g. Shopping, providing food or refreshments, making or mending, delivering (on foot)

11. Any other help (specify)

Formal volunteers were people who were both involved with groups, clubs or organisations in the specified fields of interest and who carried out specified activities.

PSA Target 9

Bring about measurable improvements in race equality and community cohesion across a range of performance indicators, as part of the government's objectives on equality and social inclusion.

Definitions and Measurement Systems

- 'Race equality' refers to a situation where discrimination based on ethnic group does not exist and where there is equality of opportunity and outcomes between members of different ethnic groups.
- 'Community cohesion' refers to a situation where: there is a common vision and sense of belonging for all communities; the diversity of people's different backgrounds and circumstances is appreciated and positively valued; those from different backgrounds have similar life opportunities, and strong and positive relationships are being developed between people from different backgrounds in the workplace, in school and within neighbourhoods.
- 'Measurable improvement' for race equality means a decrease in the disadvantage experienced by people from minority ethnic groups (as classified by the census 2001¹⁰).
- For community cohesion, 'measurable improvement' means an increase in the percentage of people who feel that communities are more cohesive.

The target will have been met if three out of its four aspects are improved, of which one must be community cohesion:

1. To reduce inequalities in the delivery of key public services and their outcomes;
2. Policy appraisals for other government departments on achieving race equality;
3. Employment targets to achieve a representative workforce;
4. Improving community cohesion.

Public services and their outcomes

- This part of the target applies to England and Wales. It is measured by the perception of minority ethnic communities, that they will be treated worse than other races in dealings with key public services¹¹.
- Success will be shown by a decrease in the percentage of people from BME communities who feel that one or more of the key public services would treat them worse than people of other races, to 36%, using the Home Office Citizenship Survey (HOCS)¹².
- The baseline year is 2001. 2005 is the target date (data will be published by the end of 2005/06). This part of the target will roll over into SR2004 PSA 7 and 2005 will mark a milestone towards the SR04 target year of 2007.
- Home Office PSA target 4 (including increasing the confidence of minority ethnic people in the Criminal Justice System) contributes to this PSA target.
-

Policy Appraisal

- This part of the PSA target applies to England and Wales.
- The Department will measure the extent to which Other Government Departments and their agencies follow Home Office guidance in conducting

¹⁰ <http://www.statistics.gov.uk/census2001>

¹¹ These organisations are: the police service, prison service, courts, Crown prosecution Service, probation service, council housing departments/ housing associations, local schools, local GPs

¹² Measured by aggregating the proportion of people from BME communities who think that one or more of the organisations listed would treat them worse than people of other races.

Race Equality Impact Assessments when formulating new policies (pursuant to the Race Relations (Amendment) Act 2000).

- Success will be shown by an increase in the number of Other Government Departments using the Race Equality Impact Assessment.
- The baseline year will be 2003-04; the target year is 2005-06.
- Progress being reported annually in the Race Equality in Public Services document.

Employment targets to achieve a representative workforce

- This part of the PSA target applies to England and Wales.
- 'Representative workforce' refers to ethnic minority representation in the Home Office workforce and its service areas (Police, Prison Service, and Probation Service).
- Success will be measured by meeting targets for recruitment, retention and representation as set out in 'The Home Secretary's Race Equality Employment Targets' (available from www.homeoffice.gov.uk).
- The baseline year will be 2001-02 (published in January 2003); the target year is 2005-06 (data published by the end of 2006).
- Employment data will be provided by the Home Office and its service areas and reported annually in the Home Secretary's Race Equality Employment Targets.
- The Department of Trade and Industry PSA target 10, and the Department of Work and Pensions PSA target 4 contribute to this part of the PSA target (although they are not part of the success criteria for this part of the PSA). The DTI target¹³ refers to the broader labour market and covers Great Britain.

Community Cohesion

- This part of the PSA target applies to England and Wales.
- 'Community cohesion' is measured through whether people feel they live in an area where people from different communities can get on well alongside each other.
- The Department does not have baseline data currently. Therefore a new attitudinal measure (ready by the end of April 2003) will be used in the HOCS local area survey of 20 towns. Data for 2003-04 will be used as the baseline. Progress will be measured towards the end point of 2005-06.
- The Government is also encouraging a number of local agencies to include a similar question in local surveys (such as the Best Value Survey). Hence, other robust data may be available for a number of other towns. The key test will be whether, for most towns for which robust data is available (criteria for selecting robust data will be published by the end of April 2003), levels of community cohesion increase over the PSA period.

¹³ http://www.hm-treasury.gov.uk/Spending_Review/spend_sr02/psa/spend_sr02_psaindex.cfm?

PSA Target 10

Increase value for money from the Criminal Justice System, and the rest of the Home Office, by 3%; and ensure annual efficiency gains by the police of at least 2%. TARGET CONTRIBUTING TO CJS PSA

- The target distinguishes between different elements of expenditure. The principal distinction is between expenditure by the 43 local police forces in England and Wales, which is subject to annual efficiency gains of at least 2%, and the rest of Home Office expenditure, where a 3% improvement in Value for Money (VfM) is required. The Home Office shares the PSA target to improve VfM in the Criminal Justice System; this relates to Home Office expenditure on the Prison Service, the Probation Service, their respective inspectorates and the Youth Justice Board.
- The target will be met if, by the end of 2005-06, (i) the Home Office has realised improvements in VfM which are equivalent to at least 3% of its expenditure in 2002-03, excluding grants to the police, and (ii) the police service has made efficiency gains which are equivalent to 2% of total police expenditure in each of the years 2003-04 to 2005-06.
- Favourable change in the ratio of the costs of producing public benefits, to the extent of those benefits, will be considered to be an improvement in VfM; it will be counted towards achievement of the target. Thus the Department will seek to deliver a combination of the same level of benefit for reduced cost (economy improvements), increased benefit for the same cost (efficiency improvements), and increased impact of its activities (effectiveness improvements).
- The Home Office Service Delivery Agreement¹⁴ describes some of the areas in which VfM improvements will be made. Progress will be measured by calculating the cash equivalent cost during the baseline year of 2002-03 (where 3% of non-police expenditure, by the Home Office, was £210m).
- Efficiency savings made by the police will continue to be monitored and assessed by Her Majesty's Inspectorate of Constabulary.
- Progress against both elements of the target will be described in the Home Office Annual Report; this will include a report of the equivalent cash costs of successes against the Home Office VfM target (see above). Progress will also be reported on the HM Treasury website for reporting progress against PSA targets¹⁵.

¹⁴ <http://www.homeoffice.gov.uk/pfd/tdr130203.pdf>

¹⁵ http://www.hm-treasury.gov.uk/Spending_Review/spend_sr02/psa/spend_sr02_psaindex.cfm?